

City of Takoma Park, MD

BASIC EMERGENCY OPERATIONS

Message from the City Manager's Office

Although it is impossible for City government to prevent an emergency, or even to persuade all the people to prepare, it is our responsibility before, during and after an emergency to act quickly and decisively to help the stricken public. All City employees are members of the City emergency management organization. As we act, this Plan will be our guide.

This Plan is designed so that you can pick it up, and find useful information quickly. However, it is essential that employees participate in the required training in order to understand the interrelationships inclusive in the Plan. This Plan replaces all previous City-wide plans.

I would hope that we have limited use for this Plan, but experience has led us to believe that we will face some kind of emergency situation in the future. If you have any question about this document, or about emergency preparedness in general, please contact the City's Emergency Management Coordinator, Wayne Hobbs.

Richard M. Finn
City Manager

1. BASIC EMERGENCY OPERATIONS

A. The City of Takoma Park Emergency Operations Plan is an all-hazard emergency plan model. This Plan explains the roles and responsibilities of City leaders, department directors, City employees, and related agencies during an emergency. It covers the sequence of events that should occur before, during, and after an emergency.

B. This Plan is based on various emergency response functions, such as law enforcement and public information, rather than departmental functions. In the event of an emergency, the City Manager or his designee will mobilize City resources and personnel, reallocating them to address critical needs. Many City employees will be assigned tasks which they do not encounter in their normal jobs, but are within the realm of their expertise and training

C. A Memorandum of Understanding on Emergency Management between the City of Takoma Park and Montgomery County is in place. This MOU (Annex A) provides for the following:

“1. When in the judgement of the City Manager threats to life and property resulting from a major emergency occurring solely within the City requires the use of governmental resources not available to or provided by the City, the County agrees to provide police, fire/rescue, and other resources to the extent permitted by law and as deemed necessary by the County Executive, after consultation between the City Manager or designee and the senior incident commander at the scene of the emergency, or the Disaster Manager, if appointed by the Chief Administrative Officer. Upon agreement that the County will provide resources, the appropriate County official as designated by the Chief Administrative Officer will take command of the incident. The City agrees to provide its police and other resources to the extent permitted by law as deemed necessary.

2. When in the judgement of the County Executive, threats to life and property resulting from a major emergency, occurring partially within or immediately adjacent to the City would be reduced by a joint County-City response, the City agrees to provide its police and other resources to the extent permitted by law as deemed necessary. This will be done after consultation between the County Executive, City Manager or designee, and the senior incident commander at the scene of the emergency, or the Disaster Manager, if appointed by the Chief Administrative Officer. The City’s resources will be under the supervision of the appropriate County official as designated by the County Executive. ...”

D. This MOU and the County’s Emergency Operations Plan are integral parts of the City’s plan and are thus incorporated as essential elements of the City’s plan.

2. Purpose: This document establishes a framework through which the City of Takoma Park may prevent or mitigate the impacts of, prepare for, respond to, and recover from, a wide variety of disasters that could adversely affect the health, safety or general welfare of the citizens and visitors of Takoma Park. Provisions are made for the needed flexibility of direction, coordination, and method of operation to enable City government to accomplish the following specific goals:

A. Minimize suffering, loss of life, personal injury and property damage resulting from hazardous and/or emergency conditions;

B. Minimize disaster-related shortages and service system disruptions which would have an adverse impact on residents, visitors and the local economy;

C. Provide immediate relief and promote short-range and long-range recovery;

D. Avoid or reduce future losses of life and property damage resulting from disasters;

E. Comply with County, State and Federal disaster assistance regulations;

F. Document all disaster related expenses to ensure the fullest possible recovery of funds in the event of a presidential declaration.

3. Scope:

A. The Montgomery County Emergency Operations Plan provides a description of the various types of emergencies and disasters which may occur, and provides procedures for disseminating warning and for determining, assessing, and reporting the severity and magnitude of disasters.

B. The City of Takoma Park Emergency Operations Plan:

1. Establishes the concepts under which local government will operate during emergencies by:

a. Defining the emergency roles and function of City government;

B. Defining the responsibilities of City government officials.

2. Creates a frame work for expeditious, effective and coordinated employment of all available resources;

3. Identifies functional responsibilities and actions required of City government to obtain and implement assistance and relief on a county, state and federal level, and those actions to be taken in the identification, organization, and mobilization of resources necessary to assist the City before, during and after an emergency;

4. Creates a framework to promote pre and post disaster hazard mitigation efforts.

4. Assumptions:

A. The Montgomery County Fire and Rescue Service will be the first responder for most events and thus will exercise incident command with the City playing a support role.

B. The City has limited current resources and when the event is of major proportions, the MOU with Montgomery County would be invoked along with the Council of Governments Mutual Aid Agreements.

C. The City has developed and will continue to update its emergency plans and possesses the capability to execute such plans;

D. Prediction and warning systems have been established which make it possible to anticipate some disaster situations which may effect the City;

E. The City has entered into mutual-aid agreements with other local governments, special districts and private organizations to assist during emergency operations;

F. The MOU with Montgomery County continues in effect and is the basis for handling emergencies which require resources not available to the City;

G. Montgomery County and the State of Maryland have certain expertise and resources available including specific plans and procedures that may be utilized in relieving emergency or disaster related problems that are beyond the capability of the City;

H. Should City, County and State resources be inadequate to cope with disaster demands, the Governor will request federal assistance under a presidential declaration.

5. Situation: The City of Takoma Park is exposed to the effects of many disasters, varying widely in type and magnitude. Disaster conditions could be a result of a number of natural phenomena such as hurricanes, tornadoes, summer/winter storms, fires, high winds, or a combination thereof. Apart from natural disasters, the City is exposed to technological disaster contingencies such as transportation accidents involving chemicals and other hazardous materials, explosions, chemical, oil and other hazardous material spills, leaks or pollution problems, dumping of hazardous waste, building or bridge collapse, utility service interruptions, energy shortages, civil disturbance or riots, warfare, terrorist attacks or a combination of any of these. A detailed Hazard Analysis is provided in the Montgomery County Emergency Operations Plan.

6. Concept of Operations:

A. This Emergency Operations Plan is based on the principle that local government bears the initial responsibility for emergency preparedness, response and recovery. Only after local resources are depleted or proved to be inadequate should the City request relief from the next higher level of government. County assistance is supplied as deemed appropriate by the County Executive and as provided for in the City and County's MOU and the County's Emergency Operations Plan.

B. When local, County and state resources are determined to be inadequate, the Governor will request a presidential disaster declaration through the Federal Emergency Management Administration. The request will be based on state, county and local damage assessment reports.

7. Phases or Emergency Management: There are four (4) distinct phases of Comprehensive Emergency Management. They include hazard mitigation, preparedness, response and recovery. Specifically, each is described as follows:

- A. Hazard Mitigation: Actions taken to eliminate or reduce the degree of long-term risk to human life and property from natural and technological hazards.
- B. Preparedness: Actions taken in advance of an emergency to develop operational capabilities and facilitate an effective response in the event an emergency occurs.
- C. Response: Actions taken immediately before, during, or directly after an emergency occurs, to save lives, minimize damage to property, and enhance the effectiveness and speed of recovery;
- D. Recovery: Activity initiated to return vital life support systems to minimum operating standards and long-term activity to return life to normal or improved levels.

8. ACTIVATION OF THE CITY PLAN

A. Upon activation of this plan by the City Manager or designee, the Emergency Management Coordinator will implement increased readiness procedures and such emergency response actions as might be necessary for the immediate protection of life and property.

B. All personnel are reminded that in many cases the City may have to respond to a disaster without any advance warning and that internal operation plans need to include this flexibility.

C. The City Manager may issue an executive order or proclamation that a state of disaster or severe emergency exists in the City of Takoma Park. The executive order or proclamation shall indicate the nature of the disaster, the area or areas threatened or affected, the conditions creating the disaster or emergency, and shall be filed with Montgomery County Emergency Operations Center, and be given the widest possible dissemination to ensure full public notification.

9. Responsibilities:

A. GENERAL:

1. Appointed City officials share responsibility for the planning necessary to minimize losses and provide relief from disasters. This shared responsibility includes activities to ensure mitigation, preparedness, response and recovery.

2. Planning activities should provide for on-going programs that prevent loss of life and property damage, establish response and recovery capabilities to restore normalcy in the disaster area within the shortest possible time operational plans will achieve specific objectives related to the goals of emergency planning. Responsibility for preventative measures, emergency actions, and direction and control of emergency

operations rests with the City Manager. Functional plans (e.g., warning, shelters, evacuations, etc.) have been prepared as ANNEXES to this plan or are contained in the Montgomery County Emergency Operations Plan. The designation of responsibilities is based on the unique capabilities of each City department.

B. CITY GOVERNMENT: City government should be prepared to:

1. Direct and control local responses to a wide variety of emergencies.
2. Provide immediate response through local resources and personnel.
3. Establish readiness procedures that ensure proper training, notification of personnel and the availability of personnel material and equipment in an emergency.
4. Establish and activate mutual aid agreements when specific aid is needed.
5. Request assistance from county, state and federal government when (1) local resources are fully committed and found to be inadequate and/or (2) a particular capability is required but is not available locally.
6. Participate in county, state and federal efforts to accomplish post-disaster hazard mitigation plans and studies.

10. Responsibilities & Tasks:

A. CITY MANAGER RESPONSIBILITIES: The emergency powers of the City Manager include but are not limited to:

1. Activating the City of Takoma Park Emergency Operations Plan
2. Suspending the provision of any city ordinance prescribing the procedures for conduct of City business if strict compliance with the provision prevents, hinders, or delays necessary actions in coping with the emergency
3. Using all available resources of the City as reasonably necessary to cope with the disaster
4. Transferring the direction, personnel, or functions of City departments or divisions for the purpose of performing or facilitating emergency operations.

B: DEPUTY CITY MANAGER: The role of the Deputy City Manager is to assist the City Manager in executing his duties and responsibilities, and to work with the City Manager in providing incident management support and guidance to the Incident Commander, as may be necessary.

1. The Deputy City Manager must be thoroughly trained in the use, operation, and management of the Incident Management System and the Emergency Management

Plan.

2. The Deputy City Manager is designated as the Emergency Management Coordinator.

C. EMERGENCY MANAGEMENT COORDINATOR: The Emergency Management Coordinator (EMC) acts as an advisor to the City Manager for disaster mitigation, preparedness, response and recovery. The EMC is responsible to:

1. Direct the efforts of all City departments/divisions with regard to the development and evolution of this plan.
2. Establish a system for reporting, analyzing, displaying and disseminating emergency preparedness information.
3. Coordinate the activities of the departments, divisions and other agencies in preparing for, and operating in, disasters.
4. Receive, review and approve departmental emergency operations plans.
5. Establish and direct operation of the Takoma Park Emergency Operations Center (TPEOC).
6. Establish procedures to document recovery efforts and expenses and act as the city's applicant agent in accordance with state and federal disaster assistance programs.
7. Coordinate military assistance.
8. Coordinate warning operation.
9. Coordinate the request and receipt of mutual aid.
10. Facilitate turnover of incident from the City to the County and placement of City resources under control of the County.
11. Review and update this plan on a periodic basis.
12. Coordinate with the Chief of Police training City Staff on the implementation of this plan.
13. Coordinate with the Chief of Police to conduct periodic exercises to evaluate the effectiveness of this plan.

D. DEPARTMENT HEADS: City department heads are responsible for emergency

operations within their departments as follows:

1. Departments shall have their own department emergency operation plans and procedures that are separate from and subordinate to the City's Emergency Operations Plan. In the event of an emergency, the Department Plans should facilitate a continuity of response, maintenance of essential service delivery systems, and a restoration of normal services subsequent to an emergency. The department plans should be written consistent with the format, structure, and terminology of the City's Emergency Operations Plan to facilitate continuity and incorporating the Incident Command System model.
2. A copy of the emergency management plan for each department and subsequent revisions, will be delivered to the Emergency Management Coordinator.
3. Departments are responsible for:
 - a. Continuing to perform routine day-to-day departmental tasks as needed.
 - b. Providing departmental technical/operational response to disaster or their effects.
 - c. Developing, maintaining and exercising plans for performance of the disaster functions assigned to that department in this plan.
 - d. Providing EOC representation as required in this plan or as requested by the City Manager or EMC.
 - e. Designating and notifying members of their staff who are considered essential for emergency operations and who are required to report to work when so notified.
- 4.: City Attorney:
 - a. Provides counsel to department directors on expanded powers and legal limitations (evacuation, search and seizure, powers of arrest, detention of suspects, etc.) during a declared emergency;
 - b. Providing legal assistance to the City Manager, and Council proclaiming a *curfew or state of local emergency*, and emergency ordinances;
 - c. Foreseeing areas of potential legal liabilities, and;
 - d. Providing legal assistance to the City Manager, and Council in issuing a *termination of curfew or state of local emergency* within the City.
5. Public Information (the Communications Office, Government & Community Liaison, and Police Department Public Affairs Specialist):

- a. Provides direction and control of public information through the preparation and release of official information and statements by City officials.
- b. Provides and controls the issuance of city credentials to representatives of the media.
- c. Provides response to inquiries by media representative and official visitors concerning travel, lodging.
- d. Provides referral service for inquiries regarding missing persons, availability of assistance to disaster victims and other related information.
- e. Provides technical coordination with the commercial broadcast media.
- f. Augments warning system.

6. Police Department:

- a. Provides law enforcement services.
- b. Provides evacuations.
- c. Provides communications.
- d. Provides traffic control.
- e. Augments search and rescue.
- f. Augments recovery and identification of victims.
- g. Provides warning systems.
- h. Coordinate evacuation operations.
- i. Provide for the preservation of essential records.

7. Public Works Department:

- a. Provides coordination of utility restoration.
- b. Augments coordination of access to damaged structures.
- c. Augments warning system.

- d. Augments evacuation.
- e. Provides debris removal and clearing of rights of way.
- f. Provides heavy equipment resources.
- g. Provides the coordination of electrical power repair/restoration to water/sewer facilities.
- h. Provides the coordination of emergency transportation assets.
- i. Provides engineering services.
- j. Provides pest control.
- k. Augments search and rescue.
- l. Augments damage assessments/surveys.
- m. Augments traffic control.
- n. Provides timber removal.

8. Finance Department:

- a. Provides accounting and financial services for receipt and disbursement of emergency funds.
- b. Provides for the procurement and availability of supplies, equipment and material.
- c. Provide for the preservation of essential records.
- d. Augments EOC operations.

9. Human Resources:

- a. Augments coordination of volunteer resources.
- b. Augments EOC operations.

10. Economic & Community Development Department:

- a. Provides damage assessment/survey.
- b. Provides condemnation of damaged structures.

- c. Coordinates access to damaged structures.
- d. Augments EOC operations.

11. Library:

- a. Augments EOC operations.
- b. Augments coordination of volunteer resources.

12. Cable Television:

- a. Augments Public Information.
- b. Augments EOC operations.

13. City Clerk:

- a. Provide for the preservation of essential records.
- b. Augments EOC operations.
- c. Augments Public Information.

14. Recreation Department:

- a. Provides coordination of Volunteers.
- b. Augments EOC operations.

15. Administrative Staff:

- a. Augments EOC operations.

11. Direction and Control:

A. It is provided that this Plan is the official Emergency Management Plan for the City of Takoma Park governing all emergency operations.

B. Incident Commander:

1. When an emergency occurs within the City, the City Manager, the Chief of Police, or the Fire Department will designate a single Incident Commander who will have overall command responsibility for the emergency.
2. The responsibility for managing the emergency will be initiated with the first

arriving response units, and shall not be relinquished to any agency or individual of higher jurisdictional authority until such agency/individual has affirmatively indicated and communicated the intention to take command of the emergency, or there has been a mutually agreed upon transition to a Unified Command System.

3. The Incident Commander will prepare incident objectives which in turn will be the foundation upon which subsequent action planning will be based. The Incident Commander will approve the Final Action Plan, and approve requests for additional resources and requests for release of resources.

4. The Incident Commander may appoint a Deputy Incident Commander(s) as needed. A Deputy should have the same qualifications as the Incident Commander, and may work directly with the Incident Commander, serve in the absence of the Incident Commander, or perform certain specific assigned tasks.

C. Preservation of Records: It is the responsibility of all local officials to ensure that all public records under that officials control are preserved and protected in accordance with state and local laws. Some examples are ordinances, resolutions, deeds, tax records, building permits, city council meeting minutes, etc. The Information Systems Manager, the Clerk/Treasurer and the Chief of Police are responsible for developing a plan to safeguard essential City Records both hard copy and electronic.

D. Emergency Operations Center: During a state of emergency, the City of Takoma Park provides direction and control from the primary TPEOC located in the Takoma Park Municipal Building located at 7500 Maple Avenue, Takoma Park, Maryland.

E. Alternate Emergency Operations Center: Should relocation of the TPEOC be necessary, the alternate TPEOC is the City of Takoma Park Public Works Facility located on Oswego Avenue.

F. Relief Assistance: In the event of a disaster, the City of Takoma Park Emergency Management Coordinator (EMC) is responsible for the direction and support of all disaster relief activities.

G. Consumer Protection: Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the City Attorney.

H. Use of Local Firms: When disaster assistance activities are carried out by contract or agreement with private contractors, firms or individuals, preference will be given to the extent feasible and practicable, to contractors, firms or individuals residing or doing business primarily in the affected area.

12. Plan Development, Maintenance and Execution:

A. The City Emergency Management Coordinator has the overall responsibility for emergency planning, coordination of resources, and the conduct of disaster assistance and recovery activities.

B. City Department Heads have the responsibility for maintaining internal plans, Operating Procedures, and resource data to ensure prompt and effective disaster response.

C. All departments are responsible for the development and maintenance of their respective segments of the plan.

D. The Emergency Management Coordinator will maintain and update this plan as required. Other City officials should recommend changes at any time and provide updated information as to changes in personnel, resources or assignment of responsibilities.

E. The plan will be executed upon order of the City Manger or his designee.

F. This plan applies to all elements of city government.

G. For training purposes and exercises, the EMC may activate this plan to ensure readiness posture.

13. Takoma Park Emergency Management Team Personnel:

A. The personnel listed below are members of the Emergency Management Team and as such shall be present in the EOC during emergency operations: Space in the EOC will be allocated for the Mayor or Mayor Pro Temp or a designated Councilmemnber and one representative of the City's Public Safety Citizens Advisory Committee (PSCAC).

1. City Manager
2. Deputy City Manager
3. City Attorney
4. Emergency Management Coordinator
5. Public Information (Government & Community Liaison and Police Public Affairs Specialist)
6. Chief of Police
7. Public Works Director
8. Information Systems Manager

B. Remaining personnel should adhere to their department's internal emergency operations plan and report to their assigned emergency operations post. It should be understood that emergency conditions may dictate a restructuring of personnel deployment plans. Each department is cautioned to ensure that needed flexibility is incorporated into its personnel assignments within the department and within the TPEOC staffing. The City must plan for 24-hour operations over a period of several

days with staff relief and rest plans. TPEOC staff members will designate alternates to accommodate sustained operations and unavailability of the primary person.

14. Implementing the Emergency Operations Plan

A. Why

1. Situations present a probable risk to the community, or
2. An actual limited emergency exists, or
3. Situations require an emergency response beyond the scope of routine departmental and interdepartmental operations

B. How

1. By order of the City Manager, Deputy City Manager, or Police Chief, or
2. When a State of Emergency has been proclaimed in an area that includes the City of Takoma Park, or
3. By a Presidential declaration of emergency or disaster
4. Whenever the TPEOC is activated, the City Manager and Deputy City Manager (EMC) will be notified immediately. The TPEOC will be activated concurrently with the establishment of Incident Command unless deferred through consultation between the Incident commander and the EMC and City Manager. Certain components of the plan may be implemented by the EMC in response to the emergency without full plan implementation.

15. Deactivation: Deactivation is based upon operations de-escalating to a point at which the remaining recover tasks to be completed can be completed within the scope of routine departmental and interdepartmental recovery capabilities De-Activation of the Emergency Operations Plan will occur when the City Manager, Deputy City Manager, or Police Chief determine that operations have returned to normal.

16. Opening the Takoma Park Emergency Operations Center (TPEOC):

A. The TPEOC will be fully activated for situations that require an emergency response beyond the scope of routine departmental and interdepartmental response capabilities and may be officially activated by activation of the Emergency Operations Plan as detailed above.

B. During any activation of the TPEOC, the Emergency Management Coordinator shall be notified to respond.

17. Partial Activation of the Emergency Operations Center: The TPEOC may be activated in part during situations that require an emergency response within the scope of routine departmental and interdepartmentally response capabilities. This level of activation may be accomplished through agreement between the affected department directors and the Incident Commander managing the Incident.

18. Phases of an Emergency:

A. There are four phases of emergency operations: Monitoring, Initial Response, Full Response, and Recovery. The following shows the general way each level is reached. The phases are based on the needs of the community and events caused by the incident.

1. *Level I - Monitoring*
2. *Level 2 -Mobilization*
3. *Level 3 - Full Response*
4. *Level 4 - Recovery*

B. Level 1 - Monitoring

1. Monitoring situations which present a potential risk to the community.
2. Activities include - Communications between the Emergency Management Coordinator and the on-call Incident Commander will occur as needed to effectively monitor the situation. Emergency Management Team members, the City Manager, and Police Chief will be briefed.

C. Level 2 - Mobilization

1. Situations which present a probable risk to the community or an actual limited emergency exists and more action is needed
2. Activities include:
 - a. Activation of the Emergency Operations Plan,
 - b. The Emergency Management Team (City Manager, Deputy City Manager, City Attorney, Emergency Management Coordinator, Government & Community Liaison, Police Public Affairs Specialist, Chief of Police, Public Works Director and Information Systems Coordinator) meets to develop an

initial Incident Action Plan and notifies the Council, the Montgomery County Emergency Operations Center and the city departments as appropriate.

c. TPEOC may be partially or fully activated to support the mobilization required by the Incident Action Plan.

d. Notify the affected departments of personnel assignments to emergency management functions and provide a Situation Status Report

e. Establish Liaison with Montgomery County Emergency Operations Center

D. Level 3 - Full Response

1. An emergency situation beyond the scope of routine departmental and interdepartmental response capabilities and more action is needed.

2. Activities include:

a. Full activation of the TPEOC.

b. Mobilize emergency management personnel to provide 24-hour operations and appoint, brief and deploy additional personnel as required by the Incident Action Plan.

E. Level 4 - Recovery

1. The need for immediate life saving response has passed and the need for more action to recover from the event is needed.

2. Activities include:

a. Developing detailed requests for assistance and providing on-scene points of contacts for assistance.

b. Coordination of mutual aid resources coming to the City.

c. Develop a demobilization plan.

d. Deactivated the Emergency Operations Center and terminate command when all activities (tasks/missions) have been completed and when departments are able to resume routine service delivery

3. If only a local emergency conditions exist, the Incident Commander will bring together local resource officials and the American Red Cross officials, as necessary, to coordinate assistance programs and establish priorities.

4. When Montgomery County notifies the City that the County's Emergency Operations Center (EOC) is opened a City Liaison Officer (normally the Public Works Director) is sent to the County EOC. This may occur before or after the City opens its EOC.
5. When the TPEOC is open, and the County EOC is not open, a City Liaison Officer will be assigned to maintain contact with the senior County official handling the event.